



PLANNING COMMISSION STAFF REPORT MAY 11, 2006

Project: IRVINGTON CONCEPT PLAN AMENDMENT - (PLN2006-00250)

Proposal: To consider an amendment to the Irvington Concept Plan specifically modifying the "Chapter 3: Development Concepts, A. Bay Street/Monument Center" section to incorporate design changes to the Bay Street schematic design concept.

Recommendation: Recommend approval to the City Council

Location: Irvington Planning Area
(See aerial photo next page)

Area: Approximately 13.5 acres

People: Carol Anne Painter, Irvington Redevelopment Project Manager
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Environmental Review: A Mitigated Negative Declaration has been prepared for this project.

General Plan: Community Commercial Center

Zoning: Planned District, Irvington District Overlay – P-2004-277(I)

EXECUTIVE SUMMARY:

To consider an amendment to the Irvington Concept Plan specifically modifying the "Chapter 3: Development Concepts, A. Bay Street/Monument Center" section to incorporate design changes to the Bay Street schematic design concept. The proposed Amendment relocates a public parking lot from the Irvington Post Office property to property fronting on Bay Street, reduces the right-of-way requirements for street improvements, extends street improvements within the existing right-of-way along Papazian Way and Trimboli Way, and maintains existing public street circulation patterns in order to support commercial and residential mixed uses allowed under the current zoning.



Figure 1: Aerial Photo (2002) of Project Site and Surrounding Area (Scale 1:2,000)



SURROUNDING LAND USES:

North:	Community Commercial
South:	Public Facility (U.S. Post Office)
East:	Community Commercial
West:	Community Commercial

BACKGROUND AND PREVIOUS ACTIONS:

In April 2000 the City Council directed staff to prepare a Concept Plan for the core of the Irvington District, with the understanding that the project would begin in spring of 2001. The Irvington Concept Plan is a long-range plan with emphasis on revitalization of the commercial core area. It addresses urban design, land uses, circulation, parking, historic preservation, economic development, market feasibility and implementation strategies. The Irvington Concept Plan was adopted by the City Council on January 25, 2005.

BACKGROUND ON BAY STREET STREETScape PROJECT:

In June 2004, the City Council approved the Bay Street Planned District, P-2004-277(I), which identified a parcel, located behind 4112 and 4120 Bay Street, for public parking to serve local businesses and to support the future investment for the Bay Street Streetscape improvements. The parking lot was to be accessed from Trimboli Way and the Irvington Post Office parking lot and Agency staff was in negotiations to finalize a licensing agreement with the United States Postal Service. In January 2005, the City Council approved the Irvington Concept Plan, which reiterated public parking for this site.

Subsequent to the City/Agency's project and funding approval, however, the Agency was unable to reach an acceptable agreement with the United States Postal Service to provide access for the necessary public parking through the Irvington Post Office site. As a result, the City Council/Agency Board directed staff to develop an alternative. The alternative location at 4112 and 4120 Bay Street, in conjunction with a preliminary design scheme for the proposed parking lot, has been discussed with community leaders, business representatives, nearby residents and representatives from various City departments. Over the past three months, five meetings have been held to solicit responses from the Irvington Business Association and property owners in the Bay Street area. In addition, approximately ten individual and small group discussions were conducted to increase opportunities for business owners and neighborhood representatives to provide comments. Both community and staff response to the proposal have been positive.

A change to the design of the Bay Street Streetscape Project includes the relocation of the access to the public parking lot from the Irvington Post Office to the properties fronting Bay Street.

PROJECT DESCRIPTION:

The Concept Plan boundary primarily follows the Irvington Redevelopment Area boundary, with the exception of two residential neighborhoods (South of Carol Avenue, and North of Chapel Way and High Street). These areas were not included in the Concept Plan Area because those areas are unlikely to change.

Overview of the Amendments to the Irvington Concept Plan

The Plan divided the Area into several subareas, one of which is the Bay Street/Monument Center area. The Bay Street schematic design concept was included in the Plan to illustrate the various options for revitalization in the area. An amendment to the "Chapter 3: Development Concepts, A. Bay Street/Monument Center" section is being proposed to incorporate design changes to the Bay Street

schematic design concept. The proposed amendments to the text and figures reflect the new streetscape design. An amendment to “Chapter 5: Plan Implementation” section is also proposed.

- Chapter 3: Development Concepts, A. Bay Street / Monument Center (p.26~31)

The amendment will modify specific references to the Bay Street Schematic Design Concept prepared by RRM Design Group. The new schematic design concept will be reflected in Figures 3-5A and 3-5B. The proposed Amendment relocates a public parking lot from the Irvington Post Office property to property fronting on Bay Street, reduces the right-of-way requirements for street improvements, extends street improvements within the existing right-of-way along Papazian Way and Trimboli Way, and maintains existing public street circulation patterns in order to support commercial and residential mixed uses allowed under the current zoning.

- Chapter 5: Plan Implementation, A. Implementation Measures, 3. Other Public Actions (p.90~95)

The amendment will modify implementation plans for “Business/Property Owner Improvement District for Bay Street” and “Parking District for Bay Street” sections with specific references to ‘Bay Street’ being eliminated to reflect the City’s collaboration with the business/property owners and potential for parking districts that extend beyond the scope of ‘Bay Street.’ The “Implementation Matrix for the Irvington Concept Plan” is also being updated to reflect current status and implementation plans.

PROJECT ANALYSIS:

General Plan Conformance:

The General Plan land use designation for the project site is Community Commercial.

The proposed changes to the Bay Street schematic design concept incorporates the development of a public parking lot to serve uses in and around the Five Corners Community Commercial Center, particularly those within the Bay Street Planned District and extends street improvements to Papazian Way and Trimboli Way. The proposed project is consistent with the General Plan which calls for encouraging the revitalization of the commercial core of Irvington.

POLICY LU 2.14: *A Community Commercial Center (CCC) should be a pedestrian oriented commercial environment. To maintain an active pedestrian environment, buildings oriented towards sidewalks or public plazas and walkways shall be strongly encouraged. Retail uses shall be encouraged at the ground level.*

POLICY LU 2.16: *Development of the CCC area should be guided by a design and development plan. The plan should assess the appropriate area needed for commercial uses and recommend alternative uses (including mixed use), particularly for areas outside the identified commercial center. The plan should also identify parking strategies for the commercial area as a whole so as to foster a pedestrian oriented shopping environment. The plans should address historic preservation and design guidelines for each CCC.*

POLICY LU 2.17: *Each of the four historic commercial centers shall be oriented toward pedestrians to the degree feasible. New development should strengthen*

the “Main Street” character of these areas. Projects should be planned to create active pedestrian frontages oriented towards sidewalks, streets or, when appropriate, towards a public plaza.

Analysis: The amendment to Irvington Concept Plan includes enhancing the Bay Street streetscape with a comfortable pedestrian environment and the development of a public parking lot as a means to encourage sidewalk-oriented buildings as well as promote pedestrian activity along the street. This will support and strengthen the “Main Street” character of Bay Street. Due to its proximity to existing businesses, the proposal will consolidate and reduce the need for on-site parking. As indicated in the Bay Street Planned District, concentrating the new parking for existing businesses will positively contribute to the ultimate streetscape design envisioned for the neighborhood and will help create a distinctive and attractive pedestrian experience. The proposed property acquisition for a public parking lot will be the first step in the implementation of both the General Plan policies for the Five Corners Community Commercial Center as well as the Bay Street Planned District in Irvington.

Redevelopment Plan Conformance:

The amendment to the Irvington Concept Plan conforms to the Irvington Redevelopment Plan, which has as its general goals:

- The enhancement of the historic business district in Irvington, including the attraction and retention of neighborhood serving commercial facilities, and the attraction of restaurants and specialty retail uses to make Irvington a destination point for workers in the industrial and other areas of Fremont.

Zoning Conformance:

The zoning designation for the project site is Planned District, Irvington District Overlay – P-2004-277(I). The proposed amendment is in general conformance with the goals and design of the approved Planned District. The proposed Irvington Concept Plan amendment does change some features of the approved streetscape. Should this amendment be approved, staff will return to Planning Commission at a later date with an amendment to the Planned District.

Parking: The previously approved Planned District design proposed approximately 90 parking spaces on Bay Street and the new public parking lot. The proposed project will provide approximately 82 spaces.

Circulation: The proposed project is located in a developed area with a generally completed street system and will not increase or change traffic patterns. The proposed project will modify the approved streetscape design and relocate the proposed public parking lot to support the pedestrian-friendly mixed use envisioned by the Planned District and the Irvington Concept Plan. The design meets the City’s requirements for traffic safety and emergency access and does not conflict with any adopted policies for alternative transportation.

HARB Comments:

On May 4, 2006, the Historical Architectural Review Board (HARB) considered the project. HARB comments will be provided at the Planning Commission meeting.

Environmental Review:

A Draft Mitigated Negative Declaration has been prepared and circulated for this project. The Draft Mitigated Negative Declaration identifies mitigation measures related to construction air quality, cultural resources and noise impacts that will be incorporated into the project if it is subsequently approved by the City Council and Redevelopment Agency Board. A more detailed description of the potential impacts is provided within the Initial Study for the project, which is included as an enclosure. With the incorporation of the specified construction-related mitigation measures, the Draft Mitigated Negative Declaration proposes a finding that the Irvington concept Plan Amendment will not have a significant impact on the environment.

PUBLIC NOTICE AND COMMENT:

Public hearing notification is applicable. A total of 798 notices were mailed to owners and occupants of property within 300 feet of the site. The notices to owners and occupants were mailed on April 28, 2006. A Public Hearing Notice was published by The Argus on April 27, 2006.

ENCLOSURES:

Enclosures:

Exhibit "B" Revised Graphics
Initial Study, Draft Mitigated Negative Declaration and Mitigation Monitoring Plan

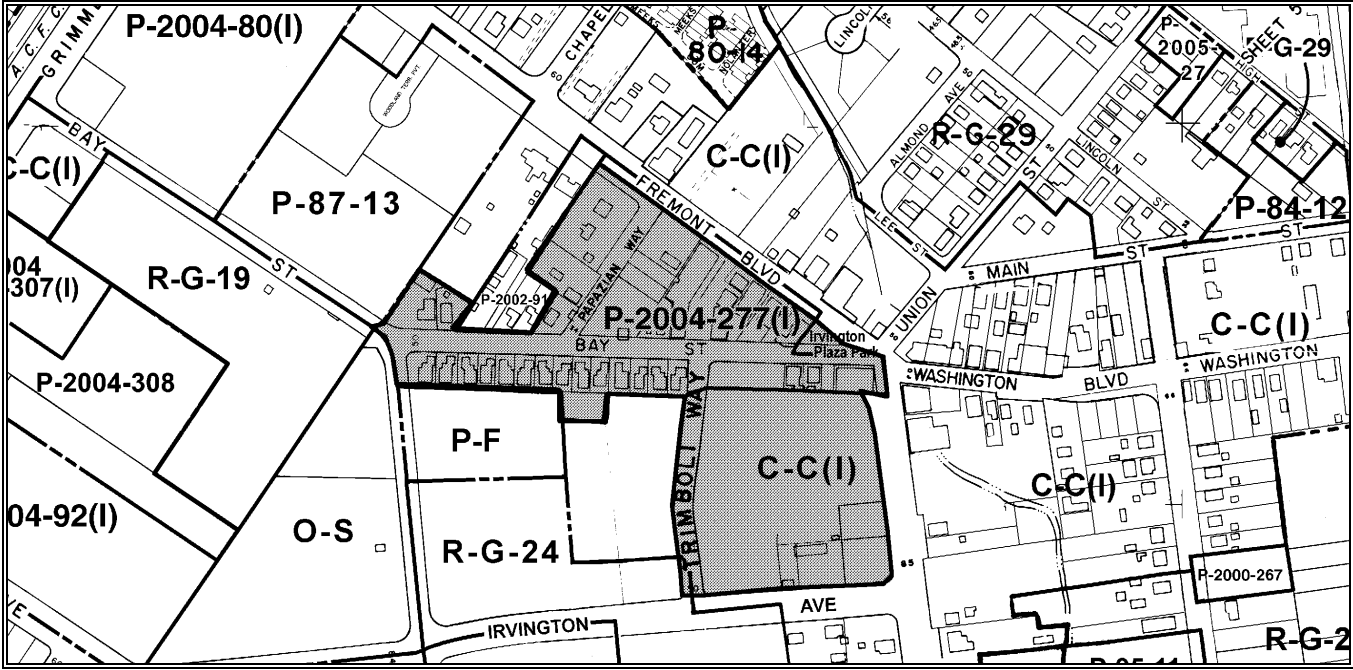
Exhibits:

Exhibit "A" Summary of Changes to Irvington Concept Plan
Exhibit "B" Revised Graphics

RECOMMENDATION:

1. Hold public hearing.
2. Recommend the City Council find the initial study has evaluated the potential for this project to cause an adverse effect -- either individually or cumulatively -- on wildlife resources. There is no evidence the proposed project would have any potential for adverse effect on wildlife resources.
3. Recommend the City Council adopt the Draft Mitigated Negative Declaration and Mitigation Monitoring Plan and recommend the use of a Certificate of Fee Exemption and find these actions reflect the independent judgment of the City of Fremont.
4. Recommend to City Council approval of the Irvington Concept Plan Amendment (Exhibit "A" & "B") and forward specific recommendations, if any.

Existing Zoning
 Shaded Area represents the Project Site



Existing General Plan

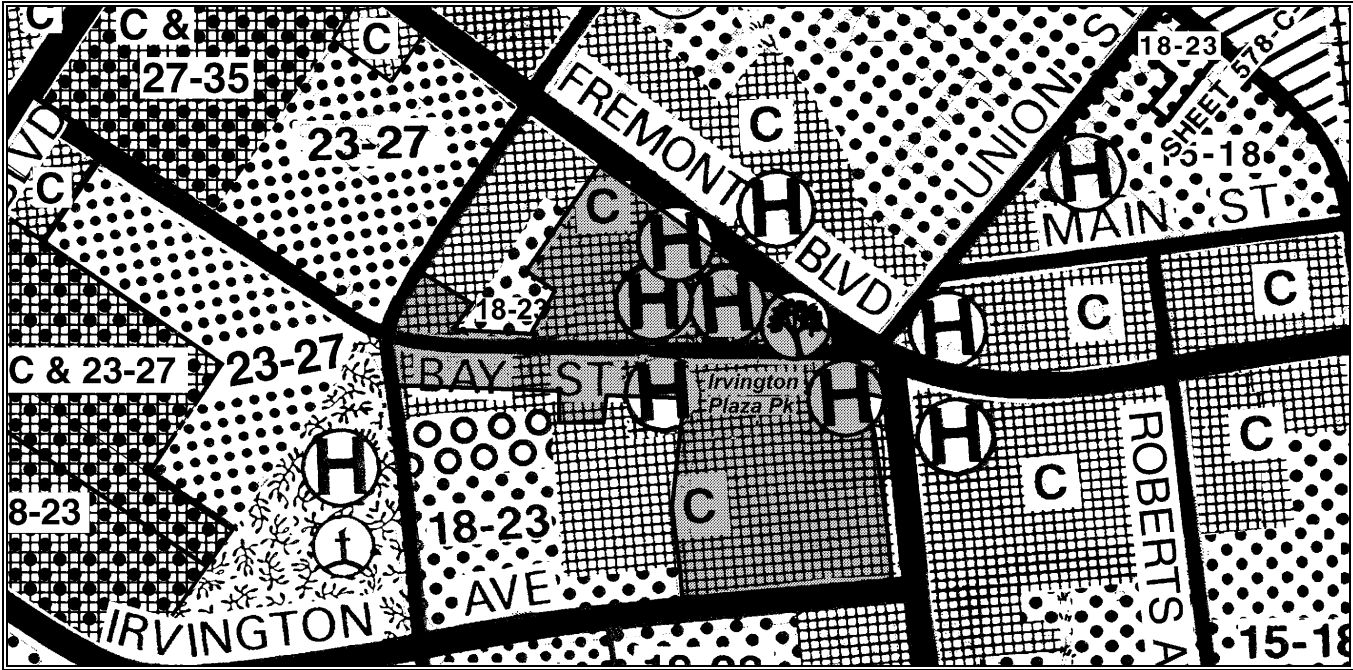


Exhibit “A”
Summary of changes to Irvington Concept Plan
"Chapter 3: Development Concepts, A. Bay Street/Monument Center"

Text:

Text to be deleted – ~~struck out~~

Text to be added – underlined

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A. Bay Street/Monument Center

This focus area includes a two-block segment of Bay Street between Fremont Boulevard/Five Corners and Chapel Way, as well as the 6-acre Monument Center site. Bay Street is characterized by a series of 1950's single-family homes, which have been converted to commercial uses, with residences remaining behind. Front yards of these homes have been transformed into parking areas. The Monument Center is also included because it is a large site at the center of Irvington with direct connection to Bay Street.

1. Bay Street Concept

Figure 3-4 shows a few new buildings on Bay Street. Property owners may find that other parcels on the street are appropriate for redevelopment in a similar manner. ~~The RRM Design Group has developed the~~ The Bay Street Schematic Design Concept, which illustrated in Figures 3-5A and 3-5B, is intended to make Bay Street a more vibrant and pedestrian-friendly retail corridor in Irvington that builds on the scale and character of the buildings that front onto the Five Corners. Site and facade improvements foreseen in this plan are intended to produce a more unified character for the street and offer pedestrian-scale amenities such as awnings, trellises and landscaping. Parking spaces in areas originally used as residential front yards on the

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small lots between Chapel Way and Trimboli Way could be relocated to ~~diagonal~~ parallel parking arrangements on the street or to a the public parking facility ~~in close proximity to~~ off of Bay Street.

The streetscape improvements envision undergrounding of utilities, landscaping, crosswalks, street widening, lighting and street furniture. The design schematic developed for Bay Street is illustrated in Figure 3-5A and 3-5B. Façade and front setback improvements to commercial establishments can be implemented by individual property owners. Improvements such as entry plazas, semi-private outdoor space and landscaping or short fences to define the transition between the sidewalk and the business are also allowed.

Any new private redevelopment of parcels on Bay Street will be required to intensify buildings along the street, with an emphasis on pedestrian-oriented retail uses. ~~build to a zero setback and have ground floor commercial uses.~~ This typology will follow the precedent set by the buildings on the south side of Bay Street adjacent to Five Corners, illustrated in Section C-C of Figure 3-5BA.

A view of the overall completed vision for Bay Street is shown in Figure 3-6.

p.30 – no change

Exhibit "A"
Summary of changes to Irvington Concept Plan
"Chapter 3: Development Concepts, A. Bay Street/Monument Center"

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3. Parking

Redevelopment of Bay Street parcels and implementation of streetscape improvements would cause a net loss of on-site parking spaces. The schematic design plan shown in Figure 3-5A and Figure 3-5B shows ~~diagonal~~ parallel parking along Bay Street, which would increase on-street parking. The public parking lot, illustrated in Figure 3-8, would add approximately 40 off-street spaces to serve existing businesses and future development. ~~Future development on Bay Street may require the development of some additional parking in the immediate vicinity. To do this, the City will explore the creation of a common parking area to serve Bay Street.~~

~~As shown in Figure 3-8, the possibility of a new building on Parcel 5 on Bay Street would increase the on-site parking. A possible private driveway at ground level would access the rear parking lot. The Matta parcel development could be designed to allow a connection to the Post Office parking. In the future, the Post Office parking could be moved elsewhere.~~

In addition, new development on the Monument Center site could incorporate a parking facility that provides adequate parking for its own development program while also providing additional parking capacity for Bay Street businesses. This parking facility should be in close proximity to the intersection of Bay Street and Trimboli Way.

Finally, other opportunities could exist either side of the intersection of Papazian Way and Fremont Boulevard.

4. Circulation

Currently Bay Street operates one-way west bound from Five Corners until west of the Monument Plaza and two-way traffic from that point to Grimmer Boulevard. Vehicles are allowed to enter Bay Street at Five Corners but cannot exit. Previous studies have evaluated extending this one-way pattern through to Chapel Way as well as returning the entire street to two-way traffic. The Bay Street schematic design concept maintains the existing circulation pattern with the addition of a Traffic Circle Turnaround, illustrated in Section E-E of Figure 3-5B. ~~The Bay Street plan proposes one way traffic heading west to Trimboli Way, returning to two way traffic at the intersection of Bay Street and Trimboli Way.~~

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◆ **Business/Property Owner Improvement Districts for Bay Street.**

The City plans to work with merchants and property owners to consider establishing a Business or Property Owner Improvement District (BID or P-BID) for areas within Irvington Bay Street, and possibly Main Street, in the future. P-BIDs require owners of more than 50 percent of the property to vote to establish an annual assessment on parcels. The funds generated from this assessment can provide higher levels of maintenance and security, marketing and other services. A P-BID can help promote the identity of Bay Street individual streets and cause a higher level of property owner involvement. Bay Street is a ~~A~~ good candidate for a BID or P-BID is one with ~~because the Bay Street~~ property owners who are relatively organized where, ~~the area is distinct from other Concept Plan areas and~~ the street and property owners ~~could~~ can capture most of the benefits from the services provided through the BID/P-BID.

Exhibit "A"

Summary of changes to Irvington Concept Plan "Chapter 3: Development Concepts, A. Bay Street/Monument Center"

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♦ Parking District for Bay Street.

The establishment of a "district" approach maximizes shared use of parking areas by allowing businesses and new developments to use shared offsite parking to fulfill parking requirements. Such an approach can enhance the feasibility of developments because a shared arrangement is often more efficient and cheaper than on-site parking. Because ~~t~~The parking "district" may also ~~introduce in-lieu fees for on-site parking requirements or even paid parking. In addition, because~~ create a parking field ~~is created~~, the City could consider reducing the parking requirements to reflect the efficiency of the shared arrangements. Bay Street is the best candidate for this strategy because small lot sizes and the planned Streetscape Improvements project constrain on-site parking. Main Street could also be ~~is~~ a future candidate for a parking district.

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Implementation Matrix for the Irvington Concept Plan 'Bay Street'

Bay Street

Utility Undergrounding.

Estimated Cost: ~~N/A~~ \$430,000

Notes: ~~Use of Rule 20A funds approved for this project. Planning to begin 2004-2005. Implementation to begin in 2007-2008.~~

Streetscape & Parking Project.

Estimated Cost: ~~3.5~~ million

Notes: Street improvements and public parking should be implemented together in 2007-2008. ~~Parking arrangements should be developed in conjunction with streetscape.~~

~~Public and/or Shared Parking Facility.~~ [Delete project]

Business Improvement District.

Description: ~~Or Property Owner Business Improvement District. Alternative Funding Mechanism. mechanism established~~ Funding for projects such as marketing, security, and maintenance.

Parking District.

Description: Shared parking arrangements and private property improvements, including cost sharing, ~~instituted~~ among Bay Street property owners.

Planned District.

Notes: To be developed starting in 2007-2008 ~~concurrent with creation of a BID and Parking District. To follow creation of Mixed Use Zoning.~~

Exhibit “A”
Summary of changes to Irvington Concept Plan
"Chapter 3: Development Concepts, A. Bay Street/Monument Center"

Figures:

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Figure 3-4. Bay Street/Monument Center Concept

- update location of parking lot and proposed new buildings

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Figure 3-5A. Bay Street schematic design concept (West)

- update with new streetscape plan

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Figure 3-5B. Bay Street schematic design concept (East)

- update with new streetscape plan

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Figure 3-8.

- remove 'Parcel 5: new building' and 'new parking for Bay Street (currently Post Office employee parking) and update with new location of parking lot
- text: *Figure 3-8. ~~This~~The concept for Parcel 5 on Bay Street envisions a new public parking lot to serve current and future Bay Street businesses. ~~building with parking serving all of Bay Street behind it. An opportunity may also exist to utilize existing Post Office parking to serve Bay Street. Any design for Parcel 5 could provide for a future connection to the Post Office parking lot.~~*

**Exhibits B-1 through B-4
of PIn2006-00250
Irvington Concept Plan Amendment
PC Meeting: 05/11/2006
CC Meeting: 05/23/2006**

**Revised Graphics for the
Irvington Concept Plan**

EXHIBIT “B-1 through B-4 ”

Attached to and made a part of

Resolution No. _____

adopted by the City Council of the City of Fremont, California

On the _____ ***day of*** _____, 2006.

EXHIBIT “B-1 ”

Existing

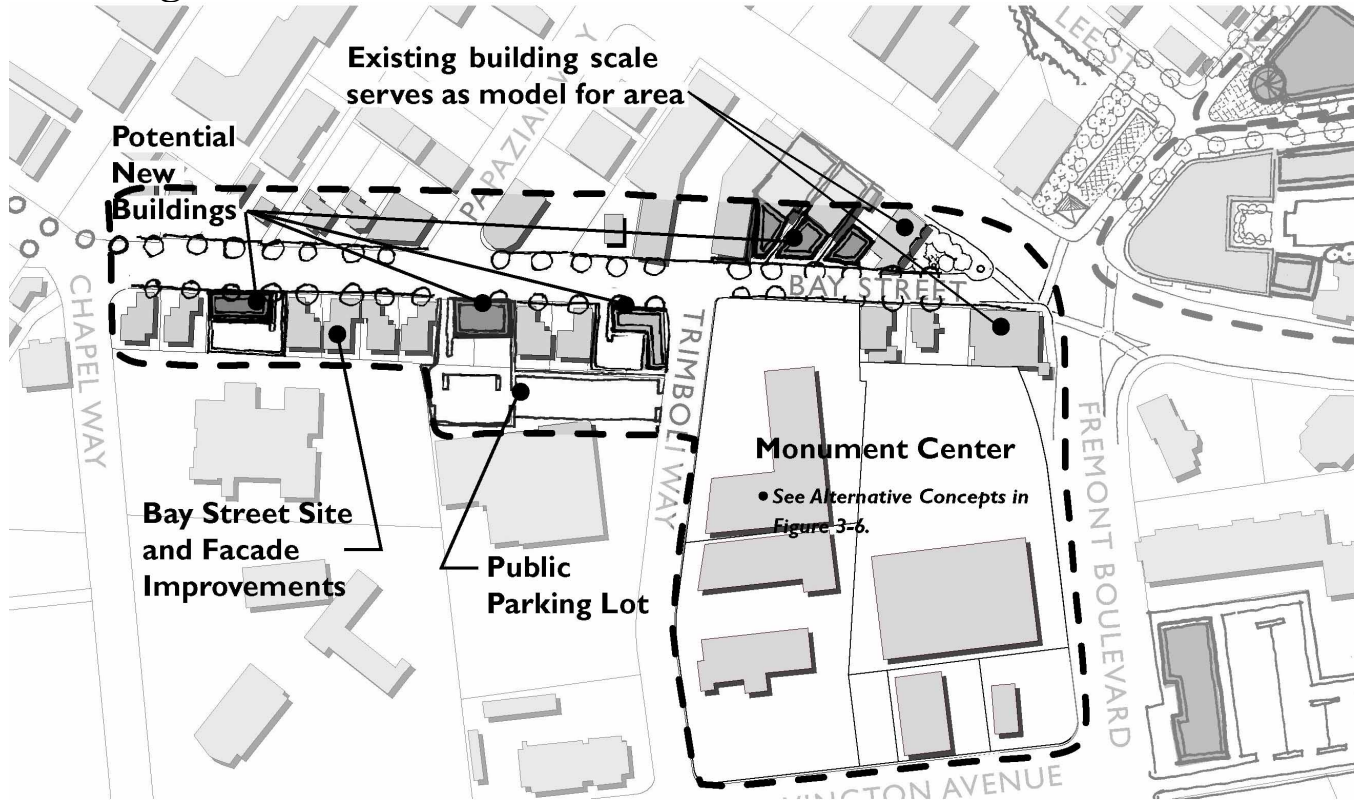


Figure 3-4. Bay Street/Monument Center Concept

Proposed

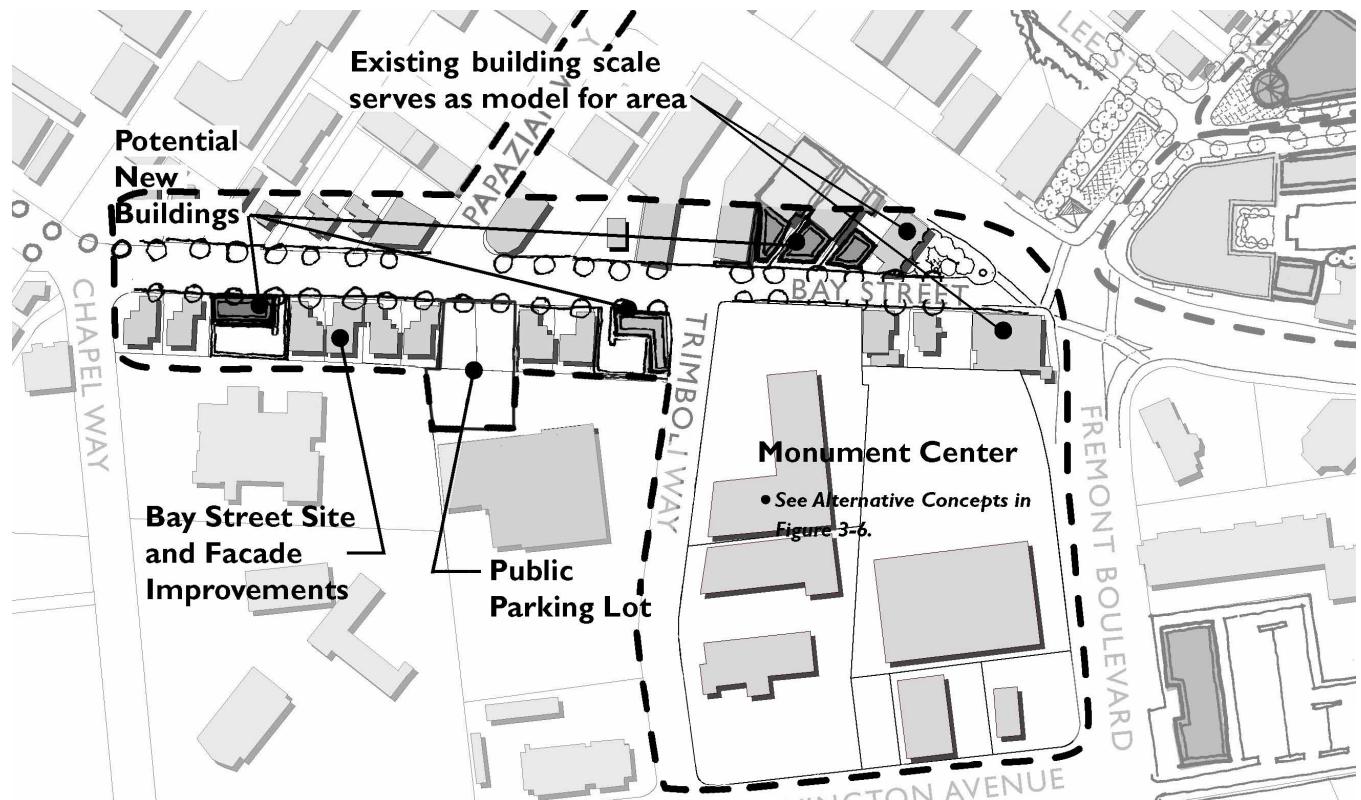


Figure 3-4. Bay Street/Monument Center Concept

EXHIBIT “B-2”

Existing

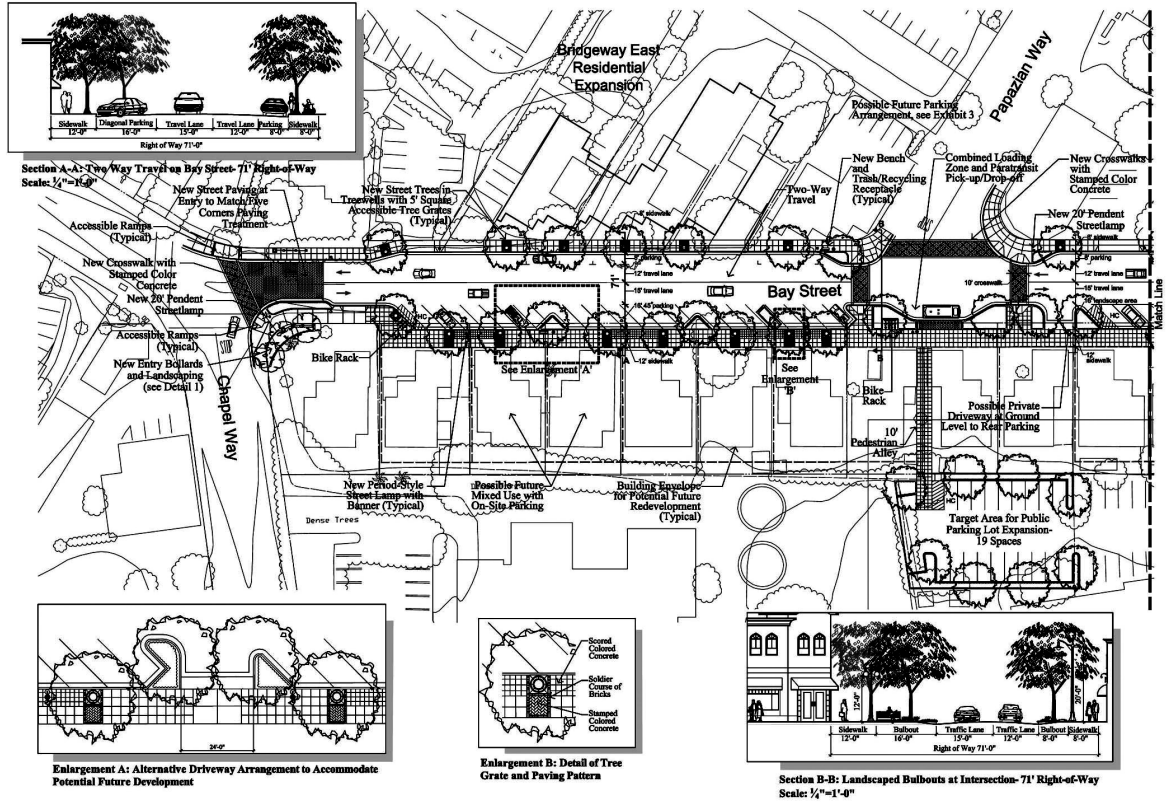


Figure 3-5A. Bay Street schematic design concept (West)

Proposed

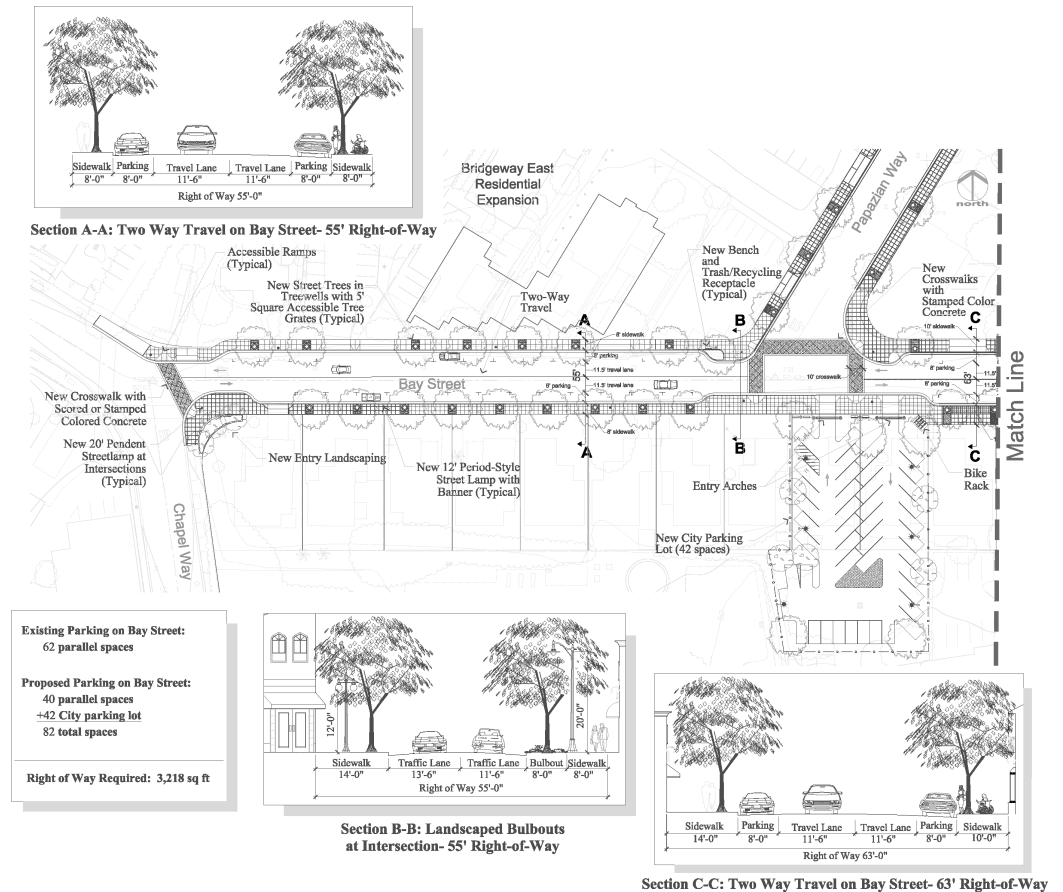


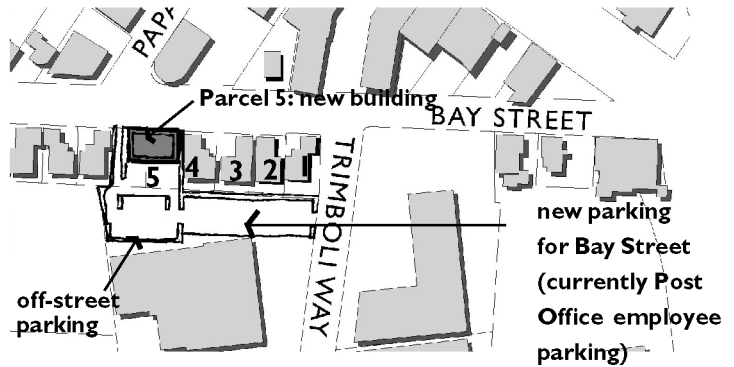
Figure 3-5A. Bay Street schematic design concept (West)



EXHIBIT “B-4”

Existing

Figure 3-8. This concept for Parcel 5 on Bay Street envisions a new building with parking serving all of Bay Street behind it. An opportunity may also exist to utilize existing Post Office parking to serve Bay Street. Any design for Parcel 5 could provide for a future connection to the Post Office parking lot.



Proposed

Figure 3-8. The concept for Parcel 5 on Bay Street envisions a new public parking lot to serve current and future Bay Street businesses.

